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Report of the Joint Inspection Unit for 2012 and programme of work for 2013

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Note

Symbols of United Nations documents are composed of letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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Abbreviations

CEB	United Nations System Chief Executives Board for Coordination
ECLAC	Economic Commission for Latin America and the Caribbean
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICSC	International Civil Service Commission
ILO	International Labour Organization
IMO	International Maritime Organization
IPSAS	International Public Sector Accounting Standards
ITC	International Trade Centre
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
OIOS	Office of Internal Oversight Services
PAHO	Pan American Health Organization
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNWTO	World Tourism Organization
UPU	Universal Postal Union

WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

Mission statement

As the only independent external oversight body of the United Nations system mandated to conduct evaluations, inspections and investigations system-wide, the Joint Inspection Unit aims to:

(a) Assist the legislative organs of the participating organizations in meeting their governance responsibilities in respect of their oversight function concerning management by the secretariats of human, financial and other resources;

(b) Help to improve the efficiency and effectiveness of the respective secretariats in achieving the legislative mandates and the mission objectives established for the organizations;

(c) Promote greater coordination among the organizations of the United Nations system;

(d) Identify best practices, propose benchmarks and facilitate information-sharing throughout the system.

Message by the Chair

In accordance with article 10, paragraph 1, of the statute of the Joint Inspection Unit, I am pleased to submit the annual report of the Unit for the period from 1 January to 31 December 2012 and its programme of work for 2013.

In 2012, the Unit issued 17 reports and notes covering a wide range of topics, with an emphasis on system-wide issues. At the same time, the Unit made significant strides regarding the implementation of its reform-oriented strategic framework for 2010-2019: the new follow-up system on JIU recommendations (JIU web-based tracking system) was finalized and rolled out; the outreach and knowledge management capacity of the Unit was boosted through a revamped website; and the internal working processes and procedures were strengthened through the development of norms and standards for evaluations and investigations.

Continuing to improve the way we work: strategic planning, professionalization, quality control and knowledge-sharing

The many actions and initiatives taken by the Unit to introduce reform measures in recent years are indicative of our commitment to better serve the interests of the participating organizations and Member States. Nevertheless, more remains to be done and the Unit is committed to making continuous improvement in all areas under its direct purview, including improving strategic planning, professionalizing its staff, upgrading its working methods and procedures and improving coordination, with an emphasis on quality control and knowledge management and sharing.

Meeting the demand for more in-depth system-wide work

The increased complexity and system-wide nature of the work of the Unit continue to pose challenges that cannot be met only with the measures described above. At a time when a great part of evaluation work in United Nations agencies is outsourced and then managed by internal evaluation units, JIU lacks the resources to bring in the necessary cutting-edge, specialized expertise and thus increase its capacity to fully implement its mandate. This also limits the way in which the Unit engages its key stakeholders before, during and after the reviews. Combined with limited travel resources, this implies that much of the Unit's work is done from Geneva, without the ability to learn first-hand in duty stations how new policies and reforms are affecting the work of United Nations system organizations in the field.

Financial resources and safeguarding the operational independence of the Unit

It is worth noting that the JIU budget has seen virtually no real increase in the past 20 years, while the Unit is striving to meet the increasing demand for system-wide reviews and evaluations. This reflects in part the current budget submission process, which, in the Unit's view, is not in full conformity with article 20 of the JIU statute, which states that the Unit's budget estimates shall be submitted to the General Assembly by the Secretariat. Current practice is that it is not the Unit's actual budget estimates that are submitted, but those of the Secretary-General. The Unit is of the view that its original budget proposal should be incorporated as is into the Secretary-General's overall budget estimates and submitted through the Advisory Committee on Administrative and Budgetary Questions to the General

Assembly for its approval. Only this would ensure the full operational independence of the Unit. The Unit plans to discuss this situation with all key stakeholders in 2013 and calls upon Member States to safeguard the Unit's independence from management and to exercise their prerogative to determine the amount of resources that they deem appropriate to invest in system-wide oversight.

Moving forward on system-wide evaluation

The recent discussions on a system-wide evaluation mechanism have helped to better define the need for and the role of an independent evaluation mechanism, including an enhanced role for JIU. The Unit remains poised to play a greater role in system-wide evaluation. Success in this endeavour depends on the provision of adequate resources to allow the mandate to be implemented with professional rigour. As a first step, as indicated in the report of the Secretary-General on the quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/67/93-E/2012/79), the Unit should be given the opportunity to pilot a new approach. We look forward, pursuant to the request of the General Assembly in its resolution 67/226, to working with the Secretary-General, the United Nations Evaluation Group and other actors to develop concrete proposals and policies in 2013. In this context, the Unit welcomes the mandate provided in the same resolution to evaluate the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women and to be consulted on an upcoming review of results-based management in the system.

Looking ahead

In my view, our programme of work for 2013 as a whole is well balanced and covers important administrative and financial management areas while mirroring the priorities expressed by the stakeholders, including system-wide issues.

The JIU programme of work for 2013 contains 12 new projects, of which 10 are of a system-wide nature and 2 are single-organization reports. The new projects were selected from more than 40 topics coming from and prioritized by the participating organizations, as well as from the United Nations oversight and coordinating bodies and the inspectors themselves. We have included two feasibility studies in our programme of work as part of a renewed way of addressing broad-based and complex themes. Building on stakeholder consultations, the studies will determine the scope, design, methodology and resource requirements of such complex topics.

Finally, I would like to bid farewell to the five inspectors who left the Unit and welcome the new inspectors who joined us at the beginning of 2013. It is our intent to continue to work together with the legislative bodies, executive heads and other stakeholders to enable JIU to fulfil its mandate and become a stronger and more effective oversight instrument of the United Nations system.

(*Signed*) Istvan **Posta**
Chair

Geneva, 22 January 2013

Chapter I
Annual report for 2012

A. Implementation of the revised long-term strategy for 2010-2019

1. In 2008, the Joint Inspection Unit developed its first medium- and long-term strategy, covering the period from 2010 to 2019 (strategic framework for 2010-2019), which provided a road map for increased oversight in response to stakeholders' demands (A/63/34, annex III). The strategy was later revised to scale down the medium-term objectives, since the resources necessary to fully attain the objectives set out in the framework had not been provided (see A/66/34). The long-term strategy encapsulates many of the Unit's own reform proposals as issued in its in-depth review of the statute and working methods (A/58/343) and as addressed in each subsequent annual JIU report. Chapter I focuses on the medium-term objectives and achievements to date in those important reform areas.

1. Strengthened follow-up system for the recommendations of the Joint Inspection Unit: the new web-based tracking system

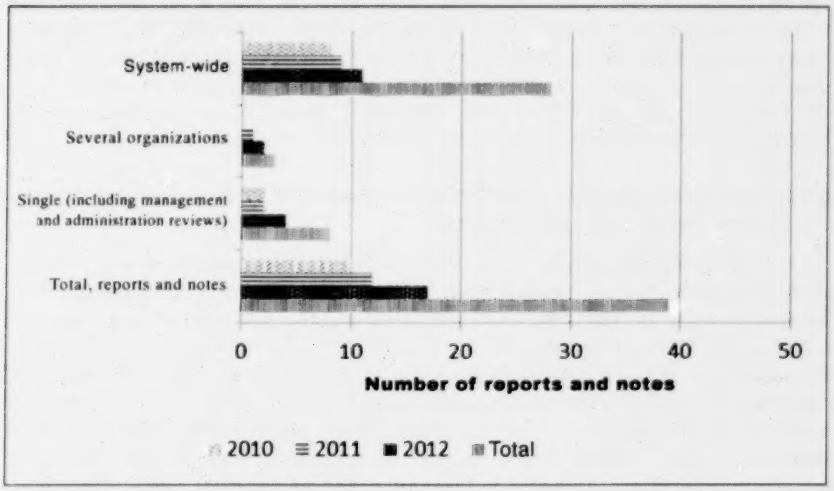
2. Strengthening the follow-up of the work of the Unit remains a key priority. The development of a web-based tracking system for JIU recommendations was envisaged as early as 2007, and the target of having the new system operational by the end of 2012 was achieved. The additional resources necessary for this effort were mobilized pursuant to resolution 65/270, by which the General Assembly authorized the United Nations contribution to the total cost of the tracking system in the middle of the biennium and encouraged other participating organizations to follow suit. The work on the development of the system started in mid-2011 and was finalized in July 2012. An internal task force and an external users group with members from interested participating organizations assisted with its development. Following its formal launch in October 2012, the tracking system has been successfully rolled out through on-site and remote training. Feedback received indicates overall satisfaction with the system in place and its functionalities.

3. By early 2013, 73 per cent of participating organizations had provided their inputs, most of them online. At present, participating organizations are still learning how to fully benefit from the tracking system. This user-friendly system is expected to reduce the workload of participating organizations in coming years in terms of the time and resources used for follow-up and reporting activities. It will also make follow-up more visible and transparent and facilitate in-depth analysis on how JIU recommendations are being addressed. While very satisfied with the training received and the functionality offered by the tracking system, some participating organizations have expressed their need for additional functionalities. In moving forward, the Unit will need to ensure the annual maintenance and hosting of the system, as well as future upgrades necessary to make optimum use of the functionalities and meet users' needs. In the meantime, the Unit will need to turn its focus to the issue of quality control: having the option to validate the responses, it must identify the resources necessary to ensure that the information provided can be analysed and verified.

2. Increased system-wide perspective of the work of the Unit

4. Pursuant to the request by Member States in various General Assembly resolutions (62/226, 62/246, 63/272, 64/262, 65/270 and 66/259), the Unit has focused on system-wide issues of interest to all of its participating organizations. The target of at least 70 per cent system-wide/multi-organization coverage has been achieved in recent years (see figure I).

Figure I
Types of reports and notes (2010-2012)

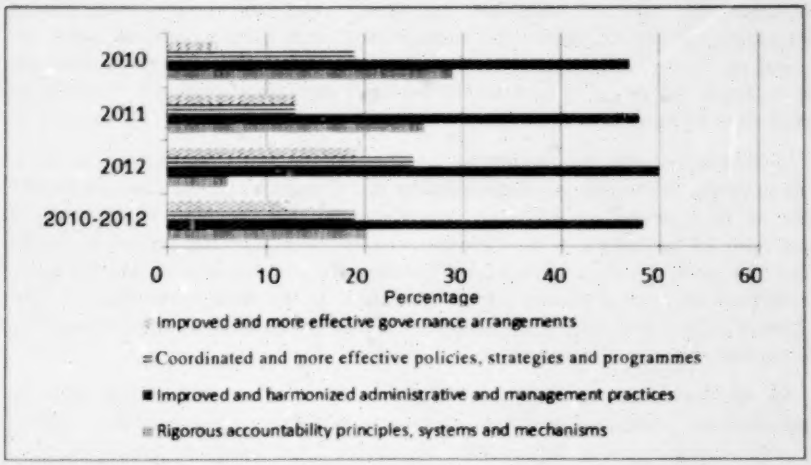


5. While the share of system-wide evaluations has declined somewhat, owing to an increase in the number of management and administration reviews in 2012, it can be argued that the single-organization reports contribute to the Unit's system-wide work, as they allow the Unit to go into depth on system-wide issues that are relevant for the organization reviewed. Furthermore, the reviews provide a platform for reviewing the impact and utility of system-wide JIU recommendations and benchmarks. Likewise, system-wide reports reinforce the quality of single-organization studies through the identification of good practices and benchmarks.

6. An analysis of JIU publications between 2010 and 2012 indicates that priority areas covered in the programmes of work for 2010 to 2012 are consistent with the four strategic objectives defined in the JIU long-term strategy for 2010-2019 (see figure II). While the bulk of the work of JIU continues to focus on improving the harmonization of administrative and management practices, there are emerging shifts, including an increase in the coverage of coordinated and more effective policies, strategies and programmes. This emergent trend is indicative of the responsiveness of JIU to the special requests of the General Assembly (see also para. 8).

Figure II

Coverage of key long-term strategic objectives in the work of the Joint Inspection Unit (2010-2012)



3. Systematic review of the management and administration reviews of participating organizations

7. Between 2010 and 2012, the Unit undertook six management and administration reviews, which meets the target of at least two reviews per year set in the revised strategic framework (A/66/34, annex I). At that rate, participating organizations would be covered only once every 14 years. In the view of the Unit, this is insufficient; a time span of five years between reviews would be ideal to enhance the accountability of senior management across the system but would require additional resources. The Unit has made progress in developing a systematic methodology for management and administration reviews with a focus on increasingly applying the benchmarks set in previous JIU reviews. Management and administration reviews are also instrumental in identifying and sharing good practices and highlighting opportunities for improved coordination and harmonization (see annex I for the status of management and administration reviews).

4. Improved relevance and outreach of the Unit

8. At present, the programme of work better meets the needs of the clients. The annual programme of work methodology includes a two-step consultative process with participating organizations and other JIU partners. The first step is to seek suggestions for the programme of work, while the second step involves asking participating organizations to rank their top priorities. The majority of suggestions focus more on administrative and management issues and less on programmatic issues. In this context, it is worth noting that three of the six requests from Member States in the past three years were of a policy nature: on South-South and triangular cooperation (JIU/REP/2011/3; see A/66/717), on mine action (JIU/REP/2011/11) and on UN-Oceans (JIU/REP/2012/3; see A/67/400). The first two reports were undertaken with additional resources and expertise. From 2010 to 2012, 66 per cent

of the projects included in the annual programme of work emanated from external proposals. The fact that the Unit also undertakes management and administration reviews, which in general are not proposed by the organizations, makes it difficult to increase the rate of proposals emanating from the Unit's participating organizations. However, with the strengthened consultative process with its participating organizations and other partners, the Unit will continue to make an effort to reach the target of at least 75 per cent externally proposed projects, as established in its long-term strategy.

9. In exchanges with the Committee for Programme and Coordination in 2012, and in response to the concern expressed by the Committee at the absence of JIU reports on its agenda (see A/67/16), it was agreed that the Unit would seek to present more of its reports to the Committee. The absence of JIU reports is due to the fact that such reports can be tabled before only one committee, which causes some difficulties in determining which committee is the most appropriate forum. The Unit is of the view that, when necessary and/or requested, its reports should be made available to several committees.

10. As for outreach, the Unit intensified its efforts to communicate with its stakeholders. Its revamped multilingual website (www.unjiu.org) provides visitors with more comprehensive information about the Unit using a variety of new, user-friendly and interactive features. In partnership with the library of the United Nations Office at Geneva, the reports and notes produced by the Unit since its creation in 1968 were digitized and made available in the available official languages. The website also offers RSS feed features and the possibility of subscribing to a mailing list for real-time updates.

5. Enhanced professional competence of the evaluation staff of the Unit

11. In the past few years, all staff have been trained externally on evaluation techniques and methodologies. Following a revision of the job description for evaluation staff, all newly appointed staff have an evaluation background, as required by the vacancy announcement. Training remains an ongoing effort, and the JIU secretariat implements a consistent cost-effective continuous learning process. The average number of training days for the period 2010-2012 is in compliance with the target of five days set by the United Nations learning and development policy.

12. In 2012, the JIU secretariat developed a series of internal working papers providing structured guidance on the different phases of undertaking evaluations. These internal documents are based on the Unit's approved norms and standards for evaluation, which are aligned with those of the United Nations Evaluation Group and will be used for internal training in 2013.

B. Reports, notes and management letters issued in 2012

13. The programme of work for 2012, adopted by the Unit at its session in December 2011 (A/66/34, chap. II), contained 12 new projects. One planned management and administration review was postponed to 2013 after consultation with the organization concerned. The workplan contained 19 projects, including 8 reviews carried forward from 2010 and 2011, most of which were finalized by the end of 2012.

14. The Unit issued 13 reports and 4 notes (see annex II).[1] Three of the reports were mandated, two by the WHO Executive Board and one, for an evaluation of UN-Oceans, by the General Assembly. Seven reports and the notes were of a system-wide nature, two concerned several organizations and four were reviews of single organizations. In addition, one management letter was prepared and sent to one of the organizations. The reports and notes contained a total of 109 recommendations.

15. The overall output for the year is above the average annual output in recent years, owing in part to the success in reducing the number of projects carried over to the following year (from eight to four). In an effort by JIU to tighten the average duration of projects, most projects coming from 2012 will be finalized by mid-2013 at the latest (see annex II). The key findings of the reports and notes finalized in 2012 are summarized below.

Review of management and administration in the United Nations Conference on Trade and Development

16. Originally included in the JIU programme of work for 2010, the management and administration review of UNCTAD was postponed to 2011 after consultation with the organization. In addition to the key area of governance, the report (JIU/REP/2012/1) covers the three substantive pillars of consensus-building, research/analysis and technical cooperation and analyses the effectiveness of the UNCTAD secretariat in supporting those areas of work. The review found that the lack of involvement of some Member States resulted in a lack of proper guidance to the secretariat. The gradual weakening of the key think-tank function of UNCTAD in trade and development needs to be addressed through a greater focus on flagship products. In technical cooperation, UNCTAD follows a piecemeal approach in the management of partnerships and needs to develop a more coherent fundraising strategy. The decrease in voluntary contributions by some major donors indicates a need to better manage the partnerships and outreach of the organization.

17. Management inefficiencies in the UNCTAD secretariat, especially in the area of human resources management, continue to affect its overall performance. The staff survey undertaken as part of the review revealed the major dissatisfaction of staff with lengthy and non-transparent recruitment and selection processes, inefficient vacancy management and the lack of succession planning. The dismantling of the "silo approach" between divisions and the establishment of better communication between secretariat staff and UNCTAD membership need to be addressed as top management priorities. The review was discussed at the twenty-sixth special session of the Trade and Development Board, resulting in a request to the UNCTAD secretariat to present a detailed workplan for improving management and administration and to propose appropriate timelines for its implementation (see A/67/15 (Part III)). In addition, member States requested the secretariat to take measures to improve results-based management and report on its actions at the sixtieth session of the Trade and Development Board, in 2013 (see A/67/15 (Part V)).

[1] One project resulted in four outputs (one report and three notes); see paras. 42-45 of the present report.

Management of sick leave in the United Nations system

18. Issued on the basis of an internal JIU proposal and supported by eight JIU participating organizations, the report (JIU/REP/2012/2; see A/67/337) reviews the manner in which international organizations record, manage and report sick leave. The report proposes improvements that would enable United Nations system organizations to clarify, improve and harmonize system-wide the rules and regulations pertaining to sick leave, prevent abuse and, more importantly, enable management to exercise duty of care with regard to the health and safety of staff. A United Nations study, which estimated that an increase of 1 per cent in absenteeism is equivalent to the same increase in salary costs, underscores the need to enforce existing rules and regulations on sick leave (especially uncertified sick leave) and other leave entitlements. At the same time, owing to the absence of data or statistics on sick leave, it is not possible to state with certainty the cost of sick leave to United Nations system organizations.

19. The report concludes that maintaining a healthy working environment is a sine qua non for reducing medical absenteeism (sick leave). To address this, executive heads are requested to provide legislative bodies with comprehensive annual or biennial reports on sick leave that incorporate statistical and financial data, as well as measures taken by the organizations to reduce sick leave absenteeism. Executive heads are also requested to design and implement a return-to-work policy for those staff members who are on extended sick leave absence.

Evaluation of UN-Oceans

20. JIU was mandated by the General Assembly, in its resolution 66/231, to review UN-Oceans, an inter-agency mechanism focusing on ocean matters with a view to strengthening the mechanism of cooperation and coordination in ocean affairs and the law of the sea. The objective of the evaluation (JIU/REP/2012/3; see A/67/400) was to examine the inter-agency mechanism and propose tangible recommendations for the improvement of its efficiency and effectiveness of coordination. JIU mapped the activities of UN-Oceans members that were conducted in the past five years on oceans and coastal issues and identified gaps in the coverage of oceans and coastal issues in relation to the goals of the Johannesburg Plan of Implementation, as well as the Millennium Development Goals.

21. The evaluation found that UN-Oceans had been unable to satisfactorily fulfil its original terms of reference, owing in part to a major structural weakness related to the lack of human and financial resources, thus limiting the capacity for a comprehensive review of relevant programmes and for meaningful identification of areas of joint work. The mapping exercise found that only 14 per cent of the programmes of UN-Oceans members were jointly implemented with other members and that a proliferation of related mechanisms dealt with oceans and coastal affairs. All existing and new mechanisms should be taken into consideration to ensure harmony among them. Furthermore, limited coordination and cooperation exist between UN-Oceans, UN-Water and UN-Energy. The report concluded that the leadership of UN-Oceans needed to be placed high in the management chain, following the examples of UN-Energy and UN-Water. This would provide access to the CEB High-level Committee on Programmes and rally the support of executive heads to participate in and contribute to the work of UN-Oceans. Finally, political will is required to ensure the sustainability of UN-Oceans. The findings, conclusions

and recommendations of the evaluation were incorporated in the revision of the terms of reference of UN-Oceans.

Individual consultancies in the United Nations system

22. The system-wide comparative study (JIU/REP/2012/5) provides an assessment of the use of individual consultants in the United Nations system by analysing relevant policies and practices. While the report focuses on the use of consultancy, it also touches upon broader considerations regarding non-staff contractual modalities, as the review confirms that consultants and other non-staff categories of personnel are sometimes used interchangeably. The overuse of non-staff contracts and the lack of overarching criteria to choose between staff and non-staff contract modalities expose the organizations to risks in many areas, including the reputational risk of not being in line with best international labour practices. The report finds that organizations' consultancy policies and practices are quite diverse and calls for increased system-wide attention to harmonizing policies and practices, taking into account international labour principles and good practices. It also stresses the need for more effective monitoring and oversight by secretariats and by member States concerning the use of individual consultants.

Review of management and administration in the World Health Organization

23. The management and administration review of WHO (JIU/REP/2012/6) was conducted at the request of its Executive Board as an input to the ongoing WHO reform process. It covers key areas of governance and management, including the work of the governing bodies, managerial coordination mechanisms, planning and resource mobilization, human resources, finance, information technology and oversight issues. The management and administration review revealed that the long duration, the lack of prioritization, repetitive and overlapping agenda items and insufficient briefing and preparation have had a negative impact on the efficiency of governing body meetings. Important initiatives have improved the efficiency and effectiveness of the management of WHO, but further steps should be taken to strengthen coherence and horizontal coordination. Certain top management functions and organizational structures need review and refinement, and budget and planning preparation processes are too lengthy, rigid and cumbersome. The inspectors found that the unpredictability of resources constituted a major risk for the sustainable implementation of the WHO mandate.

24. Furthermore, contractual arrangements are not well aligned with the financing model of WHO. The lack of coherent succession planning and career development, the top-heavy staff structure, the slow recruitment process and the lack of quality control in the Performance Management and Development System are the major issues to be addressed in human resources management. The introduction of the Global Management System and the operation of the Global Service Centre in Kuala Lumpur have improved transparency and resource monitoring. However, some of the concrete shortcomings and operational difficulties call for a comprehensive review of the design and operation of and lessons learned from the Global Management System.

Review of decentralization in the World Health Organization

25. The review of decentralization (JIU/REP/2012/7) was also requested by the Executive Board in the context of the current reform process of WHO. It assessed the challenges faced by WHO as a result of its highly decentralized structure and functioning and makes recommendations to address them. While recognizing the progress achieved in recent years on creating a corporate management culture, the report highlights the need to ensure better and more transparent allocation of resources at the regional and country levels and to establish a minimum size of country offices to ensure greater cost-effectiveness. The inspectors encourage WHO to promote the consistent implementation of policies, routine administrative services and related controls so as to avoid duplication, the loss of economies of scale and inefficiency and improve the effectiveness of the existing coordination mechanisms, management committees and networks among the three levels of WHO, both horizontally and vertically, and among regions and countries.

26. The inspectors also found that more needed to be done if WHO was to work as one organization and better coordinate with United Nations system partners. The report recommends enhancing the organizational structure and current delegation of authority, particularly of heads of country offices, and strengthening the accountability of regional directors. The inspectors recommend rationalizing the many types of heads of office, reclassifying those positions in line with the complexity of the country operations and the qualifications required and gradually discontinuing the appointment of National Professional Officers to head country offices. The review confirmed that the process of selecting and training heads of country offices had significantly improved but could be further enhanced to ensure greater diversity, in particular regarding gender, while recommending that training be made mandatory for all serving heads.

27. The report recommends that a mobility policy for heads of office be designed and implemented across WHO and monitored and reported to governing bodies, whereby in the interests of "cross-fertilization", a maximum number of years be set by category of duty station and among regions and headquarters. In the area of governance, the report recommends conducting a comprehensive review of the governance process at the regional level with a view to improving the functioning of regional committees and subcommittees and harmonizing their rules of procedure.

Enterprise resource planning systems in United Nations system organizations

28. The review (JIU/REP/2012/8), which was based on an internal proposal, was aimed at helping organizations to improve their enterprise resource planning systems, as well as increasing the benefits of those systems and identifying system-wide opportunities to share, harmonize and standardize enterprise resource planning operations between the organizations, share services or merge components of systems in order to maximize synergies across the United Nations system. The review found that in most organizations enterprise resource planning systems were highly customized (resulting in a negative impact on usability and accessibility) and generally implemented over budget and over schedule and that benefits, cost savings and cost avoidance related to enterprise resource planning were not quantitatively measured. In addition, each organization measured enterprise resource planning costs differently, making it very difficult to assess the total cost of ownership of enterprise resource planning systems and giving suppliers a disproportionate amount

of negotiating power relative to customers in the enterprise resource planning market.

29. The inspectors concluded that, in addressing the existing challenges, organizations should effectively re-engineer their business processes and limit enterprise resource planning customization, taking the opportunity of upgrades to revisit business processes. They should define a realistic cost plan, including the total cost of enterprise resource planning ownership, as well as contingencies. The efforts of the High-level Committee on Management to harmonize business processes across the United Nations system should be speeded up, and the Committee should establish a task force to identify system-wide opportunities for enterprise resource planning collaboration. As enterprise resource planning projects represent major investments for the organizations, the legislative/governing bodies should exercise their monitoring and oversight role on their respective enterprise resource planning projects on an ongoing basis, including implementation, maintenance and growth policy, cost efficiency and achievement of the overall objectives of the projects.

Lump-sum payments in lieu of entitlements

30. The system-wide review (JIU/REP/2012/9) was conducted on the basis of a proposal submitted by the Department of Management of the United Nations Secretariat and supported by more than a dozen JIU participating organizations. It considered whether the current and possible future application of the lump-sum option for select entitlements reduced overhead costs and provided greater flexibility for staff without any significant financial implications. The inspectors concluded that there was a need to harmonize existing lump-sum procedures and establish acceptable and consistent calculation criteria and procedural rules, particularly to ensure fairness to staff working in different United Nations system organizations, especially those in the same duty station.

31. The inspectors focused on the use of the lump-sum option in two main areas: home leave and other statutory travel and the shipment of personal effects, in addition to reviewing the payment of the daily subsistence allowance on official travel, as the allowance is granted in advance in lieu of reimbursement for actual expenses incurred and thus can be considered as a lump-sum amount. The inspectors noted that some organizations do not adhere strictly to the allocation of the daily subsistence allowance (for instance, in cases when accommodation is provided, the allowance is reduced by 50 per cent instead of the applicable percentage). Others require documentary proof of paid accommodation, which is contrary to the lump-sum principle.

Staff-management relations in the United Nations specialized agencies and the common system

32. Complementing the review of staff-management relations within the United Nations (JIU/REP/2011/10; see A/67/136), and initiated at the suggestion of management and staff representatives, the review (JIU/REP/2012/10) sought to identify and promote conditions that would further effective staff-management relations at all levels in 12 United Nations specialized agencies and IAEA, ITC, UNAIDS and WFP. It analysed, through established texts and practices, the bodies and mechanisms through which the staff federations and management representatives

were associated and interacted with ICSC and the High-level Committee on Management. The report is supplemented by documents on the specifics of staff-management relations in each agency posted on the JIU website.

33. The inspector found that the quality of staff-management relations varied significantly from one organization to another and that the existence of regular dialogue based on good faith, mutual respect, accountability and transparency was instrumental for satisfactory staff-management relations. The report highlights a distinct lack of awareness among field-based personnel regarding their rights as staff members and calls for measures to ensure the improved representation of their concerns before governing bodies. Highlighting the growing presence of non-staff, the review recommends that governing bodies be regularly informed on pertinent aspects relating to non-staff contractual modalities. It also stresses the need for all organizations to collectively and proportionately bear the cost of financing elected staff representatives in the federations, since they perform a vital role before the common system entities. Legislative and governing bodies, which are the ultimate employers endorsing staff regulations and conditions of service, are called upon to guarantee to staff representation bodies the right to directly present to the former their concerns on staff welfare issues.

34. Recommendations to the executive heads include guaranteed access of staff representative bodies to all necessary means of communication with staff at large, the formal guarantee of the protection of staff representatives, the establishment of joint bodies dedicated to issues relating to staff-management relations, the allotment of resources to the organizations' respective human resources services to promote training modules on staff-management relations and regular staff surveys with the full participation of both sides at all stages.

Financing of humanitarian operations in the United Nations system

35. The review (JIU/REP/2012/11) covers the funding mechanisms and sources of humanitarian operations in the United Nations system. While a number of reform initiatives and new mechanisms have led to improvements, the review identified a number of gaps and duplications, deriving principally from the co-mingling of development aid and humanitarian funding and the blurred demarcation between humanitarian assistance and the use of military assets for the protection of civilians. The report's key recommendations are aimed at providing a holistic governance framework with which to more strategically plan financing humanitarian operations among the organizations of the United Nations system and better link short-term and longer-term financing, thus bringing about improved efficiency and accountability of humanitarian financing for emergency response and transition to early recovery and reconstruction.

36. Recommendations focus on improving humanitarian financing for the United Nations system with a view to: (a) better mobilizing adequate resources on a timely, predictable and sustainable basis and meeting the holistic needs of affected countries, and better mobilizing funding for core humanitarian coordination through the regular budget, in particular for the services of the Office for the Coordination of Humanitarian Affairs; (b) increasing transparency and accountability in the use of military assets; (c) defining common procedures for humanitarian assistance and recovery conferences to ensure adequate funding for underfunded disaster assistance; and (d) under the General Assembly's mandate, developing a set of good

humanitarian funding principles based on soft earmarking and a participatory approach, taking into account the experience made through the Good Humanitarian Donorship initiative, as well as adopting a capacity-building policy to assist disaster-affected countries in developing national disaster insurance schemes.

Strategic planning in the United Nations system

37. The system-wide review (JIU/REP/2012/12) examined the different approaches and tools employed for strategic planning in the organizations of the United Nations system. In the origins and evolution of the organizations' strategic planning, the review revealed two approaches that should be reconciled: (a) corporate strategic plans to respond to the specificities of each organization's mandate with a shorter time-horizon; and (b) high-level issue-based systemic strategic frameworks to respond to broad, long-running, overarching mandates, including gender equality, human rights, humanitarian assistance, health, environment, sustainable development, peacebuilding and peacekeeping.

38. The report recommends action by executive heads and member States to: (a) foster coherence and synergies in the organizations' activities and avoid overlapping and duplication of their services to member States through system-wide strategic planning frameworks; (b) ensure the implementation of the long-term goals and core mandates of the United Nations system entities emanating from the 2005 World Summit Outcome (General Assembly resolution 60/1), as well as those of the system organizations resulting from global conferences; and (c) develop such frameworks by theme and by sector, designed to govern cross-cutting cooperation and coordination to achieve the aims of operational activities for development, articulated by the quadrennial comprehensive policy review process and the Millennium Development Goals and their successor goals.

39. The report also recommends that, drawing upon the work of the United Nations Strategic Planning Network, CEB establish a peer review process to develop common methodologies and business practices among the organizations in harmonizing terminology; the use of results-based management; monitoring, evaluation and reporting; and modalities of planning cycles coupled with a system-wide coherent vision; as well as build the in-house substantive and administrative capacity of the organizations to achieve corporate objectives.

Review of management and administration in the International Atomic Energy Agency

40. The management and administration review of IAEA (JIU/REP/2012/13) was originally planned for 2010 but was moved to 2012 in consultation with the Agency. The review found that accountability at the executive management level needed to be strengthened and recommends the development of terms of reference for IAEA executive managers and the establishment of a performance assessment mechanism for them. The Agency should also finalize the adoption of a formal organization-wide accountability framework. Since IAEA does not have any restriction on the terms of office of the Director General, the inspectors suggested, in line with previous JIU reports and the practice in other United Nations system organizations, that the IAEA legislative bodies adopt provisions to limit the terms of the Director General to a maximum of two successive terms. This would allow for adequate regional rotation and, more importantly, inject new vision in the management and

leadership of the organizations on a periodic basis. Given the absence of an independent audit/oversight committee, the inspectors recommend the establishment of such a committee.

41. The report identifies necessary improvements in the area of human resource management and suggests measures to improve gender balance of professional staff, enhance transparency in granting long-term fixed-term appointments and strengthen investment in staff training and development. IAEA has an effective and robust staff-management mechanism in place, but periodic staff surveys should be conducted. The Director General should review the Agency's ethics function arrangements and consider establishing a separate ethics office, so as to address the lack of an adequate framework for handling ethics issues and avoid any risks of potential conflicts of interest in this regard. Progress has been made within the past three years regarding the Agency's participation in the United Nations Development Assistance Frameworks, but more remains to be done to improve cooperation between the Agency and other United Nations system organizations and partners at the country level. While IAEA has all the essential elements for adequate governance of information and communications technology in place, the organization's information technology strategy needs to be regularly updated and its implementation periodically monitored.

Staff recruitment in United Nations system organizations: a comparative analysis and benchmarking framework

Overview (JIU/REP/2012/4)

42. This series, comprising one overview report (JIU/REP/2012/4) and three accompanying notes (JIU/NOTE/2012/1-3; see paras. 43-45 below), addresses an issue of persistent concern to Member States. The topic was proposed by the United Nations Secretariat and endorsed by a dozen participating organizations. The objective of the exercise was to assess, in the context of diverse organizational needs, issues relating to efficiency, transparency and fairness in the recruitment process, bearing in mind such principles as equitable geographical distribution, gender balance and equality of official working languages. The series addresses recruitment rules, policies and procedures across the system, focusing on external recruitment leading to appointments of one year or more. It delivers a comparative analysis that identifies commonalities, differences and good practices, as well as possibilities for further alignment and greater harmonization of the recruitment business process. The series establishes 15 recruitment benchmarks.

Institutional framework (JIU/NOTE/2012/1).

43. On the basis of the values and principles enshrined in the Charter of the United Nations and organizations' staff regulations and rules, the existing institutional frameworks for recruitment should be complemented by human resources management strategies, recruitment policies and procedures, appropriate delegation of authority and accountability subject to monitoring and periodic reporting to legislative bodies, imperative workforce planning, updated competency frameworks and consistent assessment of competencies paired with relevant mandatory training.

Recruitment process (JIU/NOTE/2012/2)

44. As recruitment is a complex and lengthy process involving many tasks and decision makers requiring delegation of authority, human resources staff should play an active role in securing the highest standards of efficiency, competence and integrity while ensuring greater participation of staff representatives. Among the improvements needed are efficient vacancy management through workforce planning; the consistent use of standardized job classifications, including minimum requirements for qualifications, work experience and languages; shorter time limits for vacancy postings; more effective assessment methods through standardized oral/written tests and competency-based interviews; the use of assessment centres for all senior management recruitment; the rating and ranking of candidates and the documentation of decisions; sound reference checking; effective e-recruitment systems; the reduction of posting time for vacancies to no more than 30 days; and the continuation and expansion of the harmonization activities of the CEB High-level Committee on Management.

Gender balance and geographical distribution (JIU/NOTE/2012/3)

45. Although United Nations system organizations are committed to reaching gender parity, particularly in the Professional and higher categories, this mandated and time-bound requirement has not been achieved in most cases, in spite of some increases noted, largely at the junior level. Regarding geographical distribution, various systems are used ("desirable ranges" or "regions or donor/programme countries"). However, they are limited to regular budget posts and to a small proportion of posts in the Professional and higher categories, ignoring the spirit of the Charter of the United Nations and the critical changes in secretariats and the funding structure. Accordingly, the Inspectors advocate extending the systems to all posts in the Professional and higher categories established for one year or more, suggesting that measures on equitable geographical distribution be embedded into recruitment strategies, policies and practices.

Flexible working arrangements in United Nations system organizations

46. The review (JIU/NOTE/2012/4) examined the existence of policies on flexible working arrangements and sought to review their pitfalls and good practices. In many United Nations system organizations, flexible working arrangements are known as staggered working hours, flexitime, compressed workweek, time off for study purposes and teleworking. Many different terms, however, are used to describe identical and sometimes different arrangements; there is no uniformity across the system.

47. The findings of the review led to recommendations to discontinue the use of clocking systems for monitoring flexible working arrangements; institute training courses, within existing resources, for managers on how to manage employees on flexible working arrangements in a results-based organization; eliminate the practice of allowing large groups of staff to accrue automatically credit hours in excess of normal workweek hours for the benefit of earning extra days off; agree on one term and definition for flexibility with regard to hours of work and one term and definition for flexibility with regard to place of work and to promulgate one policy for each.

C. Interaction with participating organizations and legislative bodies

48. In response to requests from the General Assembly, the Unit continued to enhance its dialogue with participating organizations.

49. The second meeting of JIU focal points, held in Geneva on 10 and 11 September 2012, was attended by 30 participants from 27 United Nations entities and CEB. The key objectives of the meeting were: (a) to share with JIU stakeholders how the Unit plans and conducts its work; (b) to hear suggestions from focal points on improving working processes and relations; (c) to inform the stakeholders on the web-based tracking system to be launched in October 2012, shortly after the meeting, and to provide training; and (d) to allow for face-to-face networking and sharing of experiences.

50. The success of the meeting indicates that it is well perceived by participating organizations since it contributes to more effective working relationships. The meeting will henceforth be held biennially.

51. Improving relationships with participating organizations featured prominently in 2012. The Chair of JIU met with the executive heads of ILO, ITC, ITU, UNCTAD, UNDP, UNEP, UNESCO, UNIDO, UNOPS, WHO, WIPO and WMO. In the United Nations Secretariat, he met with the Chairs of the Fifth Committee, the Advisory Committee on Administrative and Budgetary Questions and the Board of Auditors, in addition to the Deputy Secretary-General, the Under-Secretary-General for Management, the Chef de Cabinet, the Under-Secretary-General for Internal Oversight Services and the Assistant Secretary-General for Programme Planning, Budget and Accounts (Controller). Executive heads expressed their support for the work of JIU and their readiness to enhance cooperation with the Unit (see annex III for the list of organizations that contribute resources to the Unit). Three organizations (ITC, UNAIDS and UN-Women) announced the nomination of internal focal points for interaction with JIU, thus completing the Unit's goal of having established focal points at each of its participating organizations.

52. In addition, inspectors, during their review-related missions, used the opportunity to meet with the senior management and focal points of the participating organizations, as appropriate. During the meetings, issues of common concern to the Unit and the participating organizations were discussed, in particular the follow-up to JIU recommendations. Inspectors participated in sessions of the legislative/governing bodies of ILO, UNCTAD, UNESCO, the United Nations and WHO. At the United Nations, report coordinators met with Member States and regional groups and presented their reports, as appropriate, to the Second and Fifth Committees of the General Assembly and to the Economic and Social Council. One inspector was invited by the group of francophone ambassadors to Vienna and Paris to share the findings of the JIU report on multilingualism (JIU/REP/2011/4; see A/67/78).

53. JIU was also represented at several formal and informal consultations of the Fifth Committee and the Advisory Committee on Administrative and Budgetary Questions to discuss the Unit's annual report, programme of work and budget requirements, as well as substantive issues emanating from JIU reports.

54. In July 2010, the General Assembly, by its resolution 64/289, created UN-Women, which joined the family of United Nations funds and programmes and

therefore became a participating organization of JIU. The relationship was formalized in 2012 with the nomination of a JIU focal point for UN-Women and with the systematic inclusion of UN-Women in the new reviews undertaken by the Unit and in the web-based tracking system.

55. Overall, it can be said that 2012 was a year of strengthening relations between JIU and its clients, supported by the organization of biennial focal point meetings, the improvement in the communication process for the preparation and implementation of the programme of work and related consultative processes and the availability of new tools for communication, outreach and interaction, such as the new web-based tracking system and the new JIU website, for which many of the participating organizations have expressed their appreciation to JIU.

D. Follow-up to recommendations

56. In preparation for the present report, the Unit requested participating organizations to provide information on the 362 recommendations issued between 2009 and 2011 (see table 1). At the time of writing, the JIU secretariat had received information from 19 organizations. Owing to the introduction of the web-based tracking system, 2012 was a transitional year, during which the mode of submission was a combination of online submission, through the new tracking system, and traditional submission methods, for those organizations that had not yet been introduced to the system. Section I.D provides a brief summary analysis of the acceptance and implementation of single-organization, several organizations and system-wide reports and notes. More in-depth analysis can be obtained by reviewing the information available on the web-based tracking system accessible through the JIU website. The tracking system now contains follow-up information for each report and note issued since 2004.

Table 1
Number of JIU reports, notes and management letters and recommendations (2009-2011)

	2009	*2010*	*2011*	*Total 2009-2011*
Publications that are system-wide and related to several organizations	6	8	10	24
Recommendations that are system-wide and related to several organizations	62	85	100	247
Single-organization publications	5	3	2	10
Single-organization recommendations	65	40	10	115
Total publications	**11**	**11**	**12**	**34**
Total recommendations	**127**	**125**	**110**	**362**

1. Consideration of reports, notes and management or confidential letters

57. It should be noted that, owing to the introduction of the web-based tracking system, the data contained in the system are not yet final, as not all participating organizations were able to provide information on time.

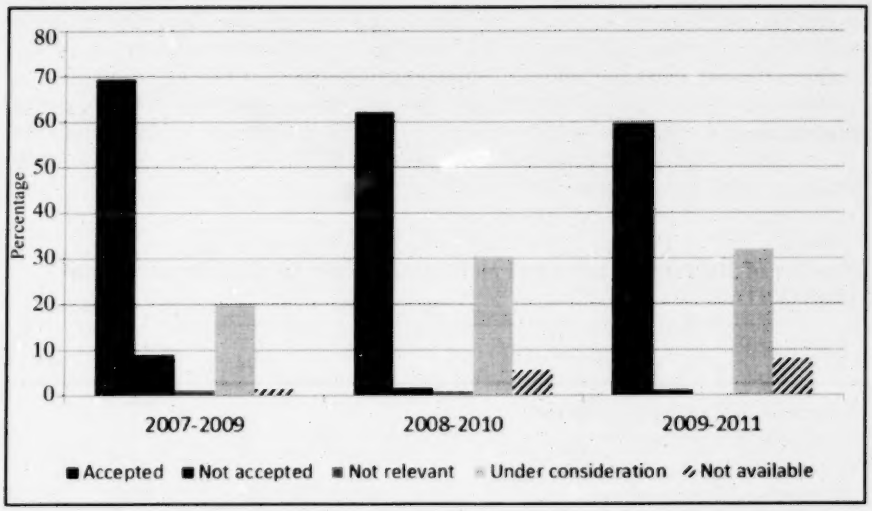
2. Single-organization reports and notes

Acceptance or approval of recommendations

58. With respect to recommendations addressed to governing bodies, it should be noted that, in most instances, the governing bodies, after having considered the reports, "took note" of the recommendations without explicitly endorsing or rejecting them. Governing bodies are expected to carry out their governance role by deciding on a concrete course of action on recommendations and avoiding the ambiguity of the term "takes note", which renders the follow-up of recommendations difficult, as it indicates neither agreement nor disagreement and leads to no subsequent action. Good practice regarding explicit acceptance is demonstrated by the governing bodies of FAO, UNESCO, UNODC and UPU.

59. An analysis of available data concerning the recommendations contained in single-organization reports and notes issued between 2009 and 2011 as at the end of 2012 shows an average acceptance rate of 59 per cent for the entire period (see figure III).

Figure III
Acceptance rate of recommendations contained in single-organization reports and notes, 2007-2011



Source: Web-based tracking system, January 2013.

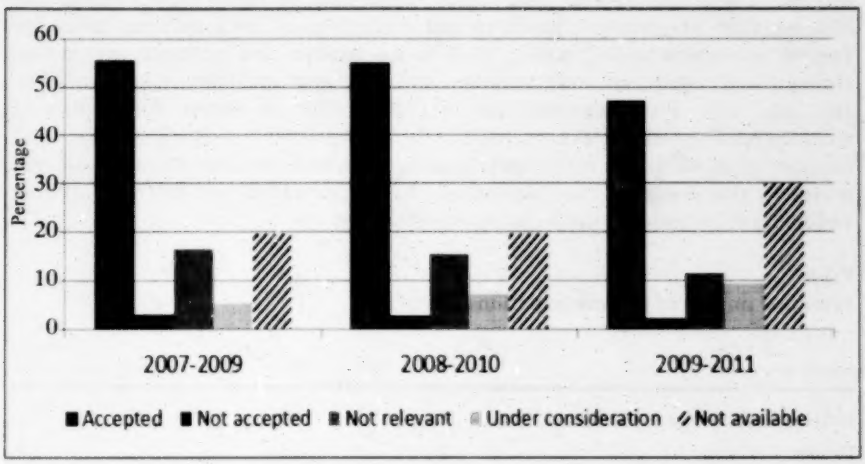
60. Of the recommendations concerned, 32 per cent were under consideration during the current reporting period, and only less than 1 per cent were not accepted. The relatively low overall rate of approval or acceptance results from the fact that final information has not yet been provided for 40 per cent of the recommendations made during the period 2009-2011 (32 per cent were under consideration and almost 8 per cent were recommendations for which information had not yet been received). It is expected that this percentage will increase once relevant information is provided.

3. System-wide and several organizations reports and notes

Acceptance or approval of recommendations

61. An analysis of available data concerning the recommendations contained in system-wide and several organizations reports and notes issued between 2009 and 2011 as at the end of 2012 shows an average acceptance rate of 47 per cent for the entire period (see figure IV).

Figure IV
Acceptance rate of recommendations contained in system-wide and several organizations reports and notes, 2007-2011



Source: Web-based tracking system, January 2013.

62. The relatively low overall rate of approval or acceptance results from the fact that final information has not been provided for 39 per cent of the recommendations made during the period 2009-2011 (9 per cent were under consideration and 30 per cent were recommendations for which information had not yet been received). As for system-wide reports, the acceptance of recommendations takes longer than for single organizations, as it requires the comments of CEB, which must be available before the reports can be scheduled and considered by all participating organizations. The Unit is working with the CEB secretariat to reduce the period for comments from the current six months, in accordance with the JIU statute, to three months.

4. Implementation of accepted recommendations and their potential impact

Use of recommendations

63. Annex IV shows the aggregated data on the acceptance and implementation rate by organization since the inception of the follow-up system, from 2004 to 2011, and is self-explanatory in terms of the commitment of each organization to the follow-up system.

64. Consistently strong performance regarding the status of acceptance (70 per cent and above) is reported for FAO, WFP, UNOPS, UNFPA, UNDP, UNIDO,

UNICEF and UNHCR, owing to their robust internal follow-up processes. Concerning the implementation of recommendations, ICAO, WMO, UNCTAD and WFP report the highest rates.

65. Over the years, observations and interactions with organizations have indicated that the use and the impact of JIU reports and notes go far beyond the reported rates of acceptance and implementation of recommendations. The JIU reports have been used extensively by various stakeholders to obtain information on the activities, issues and best/good practices of organizations across the system. Many times the information is used in the decision-making process in different layers of the organizations, seldom with an explicit acknowledgement of their JIU origins. Thus, the reports and notes contribute to knowledge-sharing, the dissemination of good/best practices and the reform of organizational practices. Formal recommendations, which need to be tracked and reported, are mostly strategic and require much deliberation, and their implementation takes time. The Unit has made a conscientious and successful effort to reduce the number of recommendations and seeks to issue only high-priority recommendations. Soft recommendations, which are of lower priority but which are nevertheless considered useful by the inspectors, are increasingly being embedded into the text, offering additional suggestions to participating organizations.

Table 2
Intended impact of recommendations, 2009-2012

Impact categories	*2009*	*2010*	*2011*	*2012*	*Total*	*Average (percentage)*
Enhanced effectiveness	43	53	40	33	169	36
Enhanced efficiency	23	9	18	23	73	15
Enhanced accountability	19	15	16	17	67	14
Enhanced controls and compliance	5	9	14	15	43	9
Enhanced coordination and cooperation	5	14	12	12	43	9
Dissemination of best practices	19	9	8	4	40	8
Financial savings	1	3	–	1	5	1
Other	12	13	2	4	31	7
Total	**127**	**125**	**110**	**109**	**471**	

E. Relationships with other oversight and coordinating bodies

66. The Unit continued its active and regular interactions with other oversight and coordinating bodies in 2012, in particular with OIOS, the United Nations Board of Auditors and the Independent Audit Advisory Committee.

67. The fifteenth tripartite meeting of oversight bodies with the Board of Auditors and OIOS was held in December 2012, during which the three bodies formally presented and discussed their draft programmes of work for 2013 with a view to avoiding overlap and duplication and achieving further synergy and cooperation. They agreed to further explore greater interaction through concrete discussions on transversal issues, including the possibility of having joint brainstorming sessions in

2013 on specific issues of common interest, and to identify opportunities for better linking their work on similar issues.

68. JIU also attended the United Nations Evaluation Group annual meeting in Rome in April 2012 as an observer, as well as the meeting of representatives of internal audit services of the United Nations system organizations and multilateral financial institutions in Vienna and the Thirteenth Conference of International Investigators, held in Luxembourg from 12 to 14 September 2012. The Unit's representative presented the outcome of the JIU report on the investigation function to the members of the Conference. Participation in these forums strengthens collaboration at a system-wide level in the area of oversight, allowing JIU to learn and share experiences within these professional networks. Regarding JIU interaction with CEB, positive developments can be noted: in October 2012 JIU was invited to present its report on UN-Oceans (JIU/REP/2012/3; see A/67/400) to the High-level Committee on Programmes. This confirmed the Unit's view that both bodies can only benefit from more regular engagement between them.

F. Resources

69. The approved human resources for JIU in 2012 included 11 inspectors (D-2), the Executive Secretary (D-2) and 10 Professional posts dedicated to evaluation and inspection (2 P-5, 3 P-4, 3 P-3 and 1 P-2) and to investigation (1 P-3). One Senior Research Assistant (G-7) and four General Service (Other level) staff are assigned as research assistants to several specific projects, while an additional four General Service staff provide administrative, information technology, documentation management, editorial and other support to the Unit. Throughout the year the Unit had a vacancy rate of zero. In addition, the Government of Germany continued to fund a Junior Professional Officer at the P-2 level for a third year, ending in October 2013. The Unit also implemented a strategic internship programme in support of the implementation of the programme of work, which resulted in 96 person-months provided through internships during the year.

70. The Unit's long-term strategic framework explicitly calls for additional resources to enable the Unit to meet the long-term goals under the strategy. To this effect, the General Assembly reiterated, in its resolution 65/270, its request to the Secretary-General, in the light of the ongoing development of the JIU medium- and long-term strategy for 2010-2019, to reflect the appropriate resource requirements associated with the implementation of the relevant portions of the strategy, including those relevant to the biennium 2012-2013. However, this has yet to be reflected.

71. The current budget submission process, which entails an inherent conflict of interest, has led to a mostly stagnant JIU budget for the past 20 years, during a time when the overall budgets of the participating organizations have undergone manifold increases. The Unit is of the firm position that it should draw up its own budget proposal, which should be incorporated as is in the Secretary-General's overall budget estimates and submitted, with the comments of the Secretary-General and CEB, through the Advisory Committee on Administrative and Budgetary Questions to the General Assembly for consideration. Only this process would ensure the full operational independence of the Unit, avoid conflict of interest situations and would ascertain the accountability of JIU to the Assembly, as

enshrined in its statute. It is worth recalling that the United Nations Secretariat had accepted a recommendation to this effect in response to the JIU report on oversight lacunae in 2006 (see A/60/860/Add.1). The Unit seeks the support of Member States in fully ensuring its independence from management.

72. In terms of financial resources, the budget allotted to the Unit for 2012 was $6.539 million. Resources allotted to travel for 2012 amounted to $278,300, equivalent to about 4.2 per cent of the overall annual allotment for 2012. The Unit continued with the approach of allocating a maximum of $25,000 for travel for each system-wide review and a maximum of $15,000 for each single-agency review. While the Unit has made efforts to stay within budget, the lack of travel resources for reviews that would require extensive field visits has affected the selection and scope of reviews undertaken by the Unit, in particular when it is clear that the ambitions of a proposed review cannot be met within existing resources. On an exceptional basis, financial resources were provided by WHO for travel costs related to the two mandated reviews, enabling the JIU team to ensure full field coverage for the review on decentralization.

73. In 2013 the Unit has adopted a new methodology to prepare for complex and demanding issues to be included in its programme of work, by including two feasibility studies. As the resources required to examine those issues would most likely be significant, the feasibility studies will include an assessment of additional human and financial resources that would be critical for carrying out reviews of such complex topics.

74. A small but instrumental increase of $100,000 in the consultancy line was also obtained for the biennium 2012-2013. Those funds were instrumental in ensuring the development of the website and the finalization of two reports. It is critical that the Unit receive sufficient funds for ad hoc expertise to supplement its ongoing work and to ensure that the right expertise and support is available.

G. Other issues

Investigations

75. The Unit is mandated, among other functions, to conduct investigations. Principles and policies for JIU investigation were adopted in 2008 and were generally in line with those adopted by the Conference of International Investigators, which defined the nature and scope of the investigations that the Unit envisions conducting, as requested by the General Assembly in its resolution 62/246.

76. In 2012 the Unit updated the principles and policies for its investigations to be in line with the revised Uniform Guidelines for Investigations, internationally accepted standard-setting guidelines endorsed by the Conference of International Investigators in June 2009. Throughout the year, the Unit received a few complaints regarding the conduct of individuals in a number of international organizations, but to date none of those have resulted in a full investigation.

"Delivering as one"

77. The Unit was involved, through the participation of an inspector, in the independent evaluation by the Evaluation Management Group of lessons learned

from the "Delivering as one" initiative (see A/66/859). Several meetings of the Group were hosted by JIU in Geneva.

Visas

78. In its resolutions 62/246, 63/272 and 64/262, the General Assembly requested JIU to report on any difficulty or delay in obtaining visas for official travel of some inspectors and members of its secretariat. No incidents were recorded in 2012.

Chapter II
Programme of work for 2013

79. The Unit launched the preparation of its 2013 programme of work in June 2012 by inviting its participating organizations and other oversight and coordinating bodies to submit their suggestions by the end of August 2012.

80. The Unit considered 24 new topics suggested by participating organizations and 3 suggested by oversight bodies, as well as seven internal proposals, some of which coincided or were closely related to external suggestions. It also pre-assessed a number of potential management and administration reviews for the consideration of the Unit, as well as shortlisted topics from the previous years.

81. At its resumed session in mid-January 2013, the Unit, in its new composition, which includes five new inspectors (see annex V for the composition of the Unit), finalized the selection of the projects and adopted its programme of work for 2013. The programme of work includes 12 new projects, of which 10 are of system-wide or multiple-organization coverage and 2 are management and administration reviews. In order to avoid a scenario in which limited resources would prevent the Unit from addressing more complex topics, the Unit included two feasibility studies aimed at better scoping and determining the requirements to address two topics. In addition, the Unit will consider several requests by Member States.

Mandates in General Assembly resolutions

System-wide evaluation mechanism

82. Pursuant to a request by Member States in General Assembly resolution 64/289, the Secretary-General submitted a report on a system-wide evaluation mechanism (A/67/93-E/2012/79). A report from a team of independent consultants that formed the basis for resolution 67/226 likewise confirmed a growing interest in and demand for system-wide evaluation. It also confirmed that JIU, as the only existing system-wide evaluation body, should be supported in its ongoing efforts to improve its effectiveness and relevance as an independent system-wide evaluation mechanism. Such support, furthermore, should include providing JIU with the opportunity to test its ability to coordinate the operational work of the mechanism.

83. The General Assembly, in its resolution 67/226, subsequently requested the Secretary-General to establish an interim coordination mechanism for system-wide evaluation of operational activities for development of the United Nations system composed of JIU, the United Nations Evaluation Group, the Department of Economic and Social Affairs, the Office for the Coordination of Humanitarian Affairs and OIOS and also requested the Secretary-General, through the interim coordination mechanism, to develop a policy for independent system-wide evaluation of operational activities for development of the United Nations system, including submitting a proposal for pilot system-wide evaluations, for discussion at the operational activities segment of the substantive session of the Economic and Social Council in 2013.

84. The Unit sees the proposal as providing an opportunity for the system to define how best to use the role and mandate of JIU for independent system-wide evaluation. JIU is ready to work closely with the rest of the system and the interim

coordination committee in developing a policy for the independent system-wide evaluation of operational activities.

Gender equality and the empowerment of women

85. In considering the wish of Member States regarding the potential contribution of JIU to issues of system-wide interest, the Unit noted with appreciation the mandate emanating from General Assembly resolution 67/226 (para. 87), by which the Assembly requested JIU to undertake a system-wide evaluation of the effectiveness, value added and impact of the System-Wide Action Plan on Gender Equality and the Empowerment of Women as a tool for performance monitoring and accountability for submission to the Assembly following its full implementation. Indeed, the Unit has been following the evolution of the relevant activities of UN-Women in the context of the Unit's various system-wide reviews and will consult UN-Women on the best timing for this review. Noting that the System-Wide Action Plan was endorsed only in July 2012 and that organizations have been given until 2017 to reach first targets, the Unit is considering undertaking a midway interim assessment of the implementation of the Action Plan when there is measurable progress towards intended results.

Results-based management

86. The General Assembly, in paragraph 172 of its resolution 67/226, requested the Secretary-General, in consultation with JIU and Member States, to review results-based management and system-wide results reporting across the United Nations system and to present the review for consideration by the Assembly in the next quadrennial comprehensive policy review. Given that the next quadrennial review will take place in 2016, the Unit, in consultation with the Secretary-General, will be ready to contribute to the processes.

Programme of work for 2013

87. The programme of work for 2013 (see annex VI) includes 12 new projects (see paras. 88-99 below). In addition, four projects were carried forward to 2013, of which two are almost completed, one is expected to be completed by mid-2013 and one has been delayed to await the results of a relevant ongoing review exercise by another entity.

A. Management and administration review of the World Intellectual Property Organization

88. The Unit's strategic framework for 2010-2019 includes the objective of conducting regular management and administration reviews of the United Nations system organizations. WIPO, which had never been subject to a full management and administration review, has been undergoing a number of reforms in recent years with a view to building a more efficient organization. The review will consequently look at these reform efforts, with a main focus on governance, programme planning, human resources management, budget, financial oversight and executive management, and any other areas identified during the review. The Unit aims to distil good practices as well as offer suggestions for improvement in those areas.

B. Follow-up inspection of the World Tourism Organization

89. The inspection will review the status of implementation of the recommendations made in the management and administration review of UNWTO (JIU/REP/2009/1) concerning the areas of governance and structure, strategic planning and budgeting, human resources management, central support services, oversight, cooperation with and integration into the United Nations system and cooperation with the private sector. This is a JIU pilot initiative to assess the capacity and willingness of a participating organization to accept and implement its recommendations. Lessons learned from the pilot project are expected to have an impact on the JIU methodology for management and administration reviews and on its future guidelines on inspections.

C. Analysis of the resource mobilization function in the United Nations system

90. Over the past decades, various entities of the United Nations system have developed different policies, strategies and practices with regard to resource mobilization. The amount of financial and human resources spent on resource mobilization by different entities is significant, but no assessment on their cost-effectiveness on a system-wide basis appears to have been made so far. The review, which was suggested by UNIDO, will seek to map out the resource mobilization efforts and strategies by different parts of the United Nations system and identify good practices in terms of their efficiency and effectiveness, including on sustainability of programmes. It will seek to assess the impact of the continuing global economic and financial crisis on those efforts and how different entities have been affected. Another area of exploration will be coordination and cooperation within and between entities, both at headquarters and in the field, specifically with regard to resource mobilization. The study will examine how the emergence of non-traditional donors has affected the landscape and explore ways in which strategies can add to the predictability of long-term financing needs and the availability of financing. It will draw upon the recent work undertaken in related areas by JIU itself, OIOS, the Board of Auditors and other oversight bodies.

D. Use of non-staff and related contractual modalities in the field offices of United Nations system organizations

91. The review was proposed both by the United Nations Secretariat and internally. The previous JIU report on individual consultancies (JIU/REP/2012/5) found that the use of non-staff personnel was on the rise and made up a significant part of total workforce of United Nations system organizations. However, there is no comprehensive study on this growing workforce, its impact on the organizational structure and activities, and related policy and practices across the system. The use of a significant number of non-staff personnel, particularly in the field offices, may pose a risk for the organizations if not well regulated and monitored. The review aims to provide an overall inventory of non-staff personnel used in the United Nations system and to assess relevant policies and practices, with a focus on field offices, including peacekeeping operations.

E. Support to the resident coordinator system

92. The resident coordinator system represents a major tool in the United Nations system's efforts to achieve system-wide coherence and coordination in its operational activities at the country level. Issues related to its operation have many times been on the agenda of the General Assembly and the inter-agency bodies. The review, which was originally proposed by several entities, intends to look at a range of issues, including the present selection mechanism and appointment process of resident coordinators and the possible options for streamlining that process in a coordinated, inclusive and transparent manner. Furthermore, the review intends to assess whether resident coordinators are provided with the appropriate enabling environment and administrative and financial support to be effective in promoting the coordinated activity of the resident and non-resident United Nations system organizations. Taking into account the close interlinks between the work of the resident coordinator and the humanitarian coordinator function, which is typically carried out by the same person, the review also intends to assess the present practice, advantages and limitations of combining the functions.

F. Management of implementing partners in the United Nations system

93. The use of implementing partners to carry out programmes and projects is widely practiced by many United Nations system organizations. Concerns have been expressed by United Nations oversight bodies about accountability issues regarding the transfer of funds by the United Nations to third parties and the lack of robust mechanisms to provide assurance that funds are spent as intended and projects are executed efficiently and effectively. The review will provide a comparative analysis of the methods and practices used by the United Nations system organizations across the system to select and manage implementing partners for programme delivery, with a view to identifying good practices, exploring areas for further improvement and enhancing system-wide coherence. It will focus on the adequacy of and compliance with the organizations' accountability, internal control and risk management frameworks in using implementing partners, the capacity of organizations to monitor and evaluate implementing partners' programme delivery, and the audit arrangements in place related to implementing partners.

G. Good practices in the management of contracts of capital/construction/ refurbishment projects across the United Nations system

94. The review was suggested by the United Nations Board of Auditors following its work on the capital master plan. The management of capital/construction/ refurbishment projects across the United Nations system differs greatly owing to different approaches to business practices; the Board of Auditors has indicated that there could be weaknesses in the organizations' approaches to the procurement, contract management and overall implementation of the projects. The system-wide review will assess differences and seek to identify good practices and lessons that could be shared among the United Nations system organizations, with a view to standardizing and harmonizing policies and practices across the system.

H. Analysis of the evaluation function in the United Nations system

95. The evaluation function of the United Nations system seeks to support the accountability, improvement and knowledge development of the United Nations system. It also supports national evaluation capacity development. Following up on an external review commissioned by the Secretary-General,[2] the evaluation will focus on the quality and value of the evaluation function in individual organizations of the United Nations system. It will examine the mandates and demand for evaluation, the governance and organizational structures and the institutional framework for independence, credibility and utility in line with the United Nations Evaluation Group norms and standards for evaluation. It will also assess evaluation capacity development and seek to identify recommendations on how to better support the United Nations reform agenda for coherence. The evaluation will use a combination of the OECD/Development Assistance Committee and United Nations Evaluation Group framework for evaluation, self-assessments and frameworks for knowledge management. The analysis will consider variations in the size, mandates, structures and resources of the various organizations for developing appropriate lessons and good practices for the United Nations system.

I. Use of retirees and staff beyond the retirement age in United Nations system organizations

96. Stemming from a suggestion made by the United Nations Secretariat, the project is based on the growing practice throughout the system of re-employing retirees and using staff beyond the mandatory retirement age. Some argue that this allows organizations to benefit from a wealth of knowledge, experience and expertise to further the effective delivery of their goals in a more flexible and cost-effective manner at a time of budgetary constraints. Others point to its potentially adverse impact on human resources succession planning, knowledge transfer and the recruitment of fresh talent. The review will therefore examine the way and conditions in which these issues are dealt with in the context of the United Nations system's ageing workforce, giving due attention to Member States' concerns regarding the hiring of former employees for extended periods of time, in particular for core activities.

J. Review of environmental governance in the United Nations system after the conclusion of the United Nations Conference on Sustainable Development

97. In 2008, the Unit produced a series of recommendations (see JIU/REP/2008/3 and A/64/83-E/2009/83) to improve the management of international environmental governance relating to the capacity of UNEP to coordinate functions and the management of multilateral environmental agreements and other environmental bodies in the United Nations system. Some of those recommendations, notably those

[2] Angela Bester and Charles Lusthaus, *Independent System-wide Evaluation Mechanisms: Comprehensive Review of the Existing Institutional Framework for System-wide Evaluation of Operational Activities for Development of the United Nations System Mandated in General Assembly Resolution 64/289*, final report, April 2012.

on achieving effectiveness, efficiency and coherence, were accepted by CEB entities and the UNEP Governing Council/Global Ministerial Environment Forum, and the proposal endorsed at the United Nations Conference on Sustainable Development that UNEP formulate United Nations system-wide strategies on the environment to fulfil its coordination mandate in the United Nations system. The Conference, in its outcome document entitled "The future we want" (General Assembly resolution 66/288, annex) reaffirmed the need to continue to implement measures to strengthen international environmental governance in the context of the institutional framework for sustainable development and the need to promote the balanced integration of the economic, social and environmental dimensions of sustainable development. While recognizing the significant contributions to sustainable development made by the multilateral environmental agreements, the General Assembly decided to enhance the voice of UNEP and its ability to review and strengthen coherence and coordination among them, avoiding duplication of efforts and reviewing progress in implementing sustainable development. The Unit intends to evaluate the implementation of those objectives and functions, particularly those recommendations and observations of the Unit which the participating organizations accepted, in the light of the outcome of the Conference.

K. Feasibility study on a review of the United Nations special political missions

98. Special political missions are United Nations mechanisms for achieving and maintaining peace and provide a platform for preventive diplomacy and conflict resolution. Since their inception, special political missions have continued to evolve and expand, as do their cost and complexity. Therefore, the inspectors deem it necessary to conduct a review of special political missions. However, in view of the wide range of mandates of special political missions and their operation in diverse locations and different points in a conflict cycle, the inspectors decided to first undertake a preliminary feasibility study in order to determine the possible scope and requirements of the review, including its resource requirements, and flesh out different scenarios for study and in-depth analysis with a view to making proposals on the way forward.

L. Feasibility study on a review on safety and security

99. The protection, safety and security of United Nations system organizations and their associated personnel and property are of paramount importance to United Nations programmes and activities worldwide, especially during major crises or natural disasters, and participating organizations have consistently rated the issue as a high priority. However, owing to the anticipated high resource need to address the topic, the Unit has refrained from including it in its programme of work. In line with a new approach developed in 2012, prior to taking a final decision on the selection of the topic, the Unit will seek to determine the review's exact scope, methodology and strategy and assess and solicit, if needed, the requisite human and financial resources.

Annex I

Management and administration review coverage by the Joint Inspection Unit

Organization	*Previous review*	*Document symbol*	*Remarks*
UNCTAD	2012	JIU/REP/2012/1	
WHO	2012	JIU/REP/2012/6	
IAEA	2012	JIU/REP/2012/13	
UNESCO	2011	JIU/REP/2011/9; A/67/119	
UNODC	2010	JIU/REP/2010/10; A/66/315	
UNWTO	2009	JIU/REP/2009/1	Planned follow-up in 2013
WFP	2009	JIU/REP/2009/7	
UPU	2008	JIU/REP/2008/1	
ICAO	2007	JIU/REP/2007/5	
IMO	2007	JIU/REP/2007/7	
WMO	2007	JIU/REP/2007/11	
UNHCR	2004	JIU/REP/2004/4; A/59/394	
UNIDO	2003	JIU/REP/2003/1	
FAO	2002	JIU/REP/2002/8	
ITU	2001	JIU/REP/2001/3	
ILO	1999	JIU/REP/1999/4	
WIPO	2005		Partially reviewed (JIU/REP/2005/1); a full review is planned for 2013
UNOPS	1998		Partially reviewed; a full review has not yet been conducted
United Nations	–		Partially reviewed over the years, most recently ECLAC, in 2013
UNRWA	–		Review tentatively planned for 2014
UNAIDS	–		

Organization	*Previous review*	*Document symbol*	*Remarks*
ITC	–		
UNDP	–		
UNEP	–		
UNFPA	–		
UN-Habitat	–		
UNICEF	–		
UNOPS	–		
UN-Women	–		Established only in 2010

Annex II

Status of implementation of the workplan for 2012 (as at 31 December 2012)

Project title[a]	*Symbol/completion date*
Review of management and administration in the United Nations Conference on Trade and Development	JIU/REP/2012/1
Management of sick leave in the organizations of the United Nations system	JIU/REP/2012/2; A/67/337
Evaluation of UN-Oceans	JIU/REP/2012/3; A/67/400
Staff recruitment in United Nations system organizations: a comparative analysis and benchmarking framework — overview	JIU/REP/2012/4 (see related notes JIU/NOTE/2012/1-3)
Review of individual consultancies in the United Nations system	JIU/REP/2012/5
Review of management and administration in the World Health Organization	JIU/REP/2012/6
Review of decentralization in the World Health Organization	JIU/REP/2012/7
Enterprise resource planning systems in United Nations system organizations	JIU/REP/2012/8
Lump-sum payments in lieu of entitlements	JIU/REP/2012/9
Staff-management relations in the specialized agencies and the United Nations common system	JIU/REP/2012/10
Financing of humanitarian operations in the United Nations system	JIU/REP/2012/11
Strategic planning in the United Nations system	JIU/REP/2012/12
Review of management and administration in the International Atomic Energy Agency	JIU/REP/2012/13
Staff recruitment in United Nations system organizations: a comparative analysis and benchmarking framework — institutional framework	JIU/NOTE/2012/1
Staff recruitment in United Nations system organizations: a comparative analysis and benchmarking framework — the recruitment process	JIU/NOTE/2012/2
Staff recruitment in United Nations system organizations: a comparative analysis and benchmarking framework — gender balance and geographical distribution	JIU/NOTE/2012/3

Project title[a]	*Symbol/completion date*
Flexible working arrangements in United Nations system organizations	JIU/NOTE/2012/4
Review of the management and administration of ECLAC	To be completed early in 2013
Review of the reference-checking process in the United Nations system organizations	Completed but not yet issued
Records and archives management in the United Nations	To be completed by mid-2013
Review of long-term agreements in procurement in the United Nations system	To be completed by mid-2013
Review of system-wide joint programming and administrative arrangements of operational activities in the United Nations system	Delayed pending the results of an ongoing review by the United Nations Development Operations Coordination Office

[a] Reports are available from www.unjiu.org.

Annex III

List of contributing organizations and their percentage share in the costs of the Joint Inspection Unit for 2013

Organization	*Percentage*
FAO	3.9
IAEA	2.0
ICAO	0.8
ILO[a]	2.0
IMO	0.2
ITU	0.5
PAHO	0.9
UNAIDS	0.9
UNDP	19.7
UNESCO	1.9
UNFPA	2.7
UNHCR	6.0
UNICEF	11.4
UNIDO	0.8
United Nations[b]	16.8
UNOPS	4.1
UNRWA	2.8
UN-Women[c]	–
UNWTO	0.1
UPU	0.2
WFP	14.3
WHO	6.7
WIPO	1.0
WMO	0.3

[a] Includes United Nations System Staff College.

[b] Including the United Nations Secretariat as well as UNCTAD, UNEP, UN-Habitat, ITC, UNITAR and UNODC. UNHCR and UNRWA, which are also Secretariat entities, are listed separately above, as their contributions are reflected separately in the CEB methodology. Peacekeeping operations are not included in the United Nations share of contributions.

[c] Share not yet established.

Annex IV

Aggregated status of acceptance and implementation of Joint Inspection Unit recommendations by participating organizations, 2004-2011

(Percentage)

	Acceptance					*Implementation of accepted recommendations*			
	Accepted/ approved	*Rejected*	*Under consideration*	*Not relevant*	*No information provided*	*Not started*	*In progress*	*Implemented*	*No information provided*
FAO	**93.4**	5.0	0.7	0.3	0.7	3.9	28.3	64.7	3.2
IAEA[a]	49.7	10.1	6.6	9.7	24.0	2.8	16.8	50.3	30.1
ICAO	69.1	6.4	4.5	10.8	9.2	–	12.4	**87.6**	–
ILO	32.2	1.2	5.3	11.2	50.2	–	25.0	41.3	33.7
IMO[a]	51.3	2.2	1.9	11.4	33.2	22.3	3.6	34.5	39.6
ITU	29.6	–	24.3	2.0	44.1	16.7	40.0	35.6	7.8
UNCTAD	30.9	1.1	1.1	66.9	–	3.5	22.8	**70.2**	3.5
UNDP	**85.1**	1.6	9.6	3.7	–	3.3	24.5	68.2	4.0
UNEP[a]	24.7	2.8	22.4	6.7	43.5	4.8	22.2	6.3	66.7
UNESCO	68.0	3.3	6.0	6.3	16.5	0.9	29.2	68.1	1.8
UNFPA	**85.7**	3.1	0.9	5.6	4.7	2.2	29.5	58.5	9.8
UN-Habitat[a]	25.7	–	–	25.3	49.0	14.8	31.1	54.1	–
UNHCR	**70.3**	3.5	10.8	7.0	8.5	1.4	40.1	57.7	0.9
UNICEF	**72.9**	1.6	6.1	4.1	15.3	3.1	22.7	57.2	17.0
UNIDO	**78.9**	4.7	7.7	8.7	–	8.9	47.7	40.4	3.0
United Nations	64.2	6.0	4.7	1.1	24.0	1.5	25.1	56.9	16.6
UNODC[a]	28.0	1.3	1.7	31.4	37.7	7.6	36.4	56.1	–
UNOPS	**89.6**	–	–	8.5	1.9	1.1	15.8	45.3	37.9
UNRWA[a]	33.5	–	0.4	4.9	61.2	8.5	36.6	35.4	19.5
UNWTO[a]	2.0	7.0	9.3	–	81.7	–	–	–	100.0
UPU	34.2	1.1	17.0	9.2	38.7	6.2	45.4	43.3	5.2
WFP	**91.1**	4.3	0.6	3.7	0.3	3.7	24.6	**70.0**	1.7
WHO	53.8	1.6	9.5	1.6	33.5	9.4	20.6	22.9	47.1
WIPO	34.2	0.7	33.6	14.6	17.0	5.9	24.8	54.5	14.9
WMO	65.5	7.0	–	27.6	–	4.2	14.4	**78.7**	2.8

Note: Data from organizations indicating a rate of acceptance or implementation of 70 per cent or higher are in bold type.

[a] Data set is incomplete owing to non-reporting in 2012.

Annex V

Composition of the Joint Inspection Unit

1. The composition of the Joint Inspection Unit for 2012 was as follows (each inspector's term of office expires on 31 December of the year indicated in parentheses):

M. Mounir Zahran (Egypt), Chair (2012)

Istvan Posta (Hungary), Vice-Chair (2015)

Gérard Biraud (France) (2015)

Nikolay V. Chulkov (Russian Federation) (2012)

Papa Louis Fall (Senegal) (2015)

Jorge T. Flores Callejas (Honduras) (2016)

Even Fontaine Ortiz (Cuba) (2012)

Tadanori Inomata (Japan) (2014)

Cihan Terzi (Turkey) (2015)

M. Deborah Wynes (United States of America) (2012)

Yishan Zhang (China) (2012)

2. The following inspectors started their five-year term on 1 January 2013, replacing the five inspectors whose term ended on 31 December 2012:

Gopinathan Achamkulangare (India)

George A. Bartsiotas (United States of America)

Jean Wesley Cazeau (Haiti)

Sukai Prom-Jackson (Gambia)

Gennady Tarasov (Russian Federation)

3. In accordance with article 18 of its statute, which provides that each year the Unit shall elect from among its inspectors a Chair and a Vice-Chair, on 9 January 2013 the Unit elected its Bureau as follows:

Istvan Posta (Hungary), Chair

Cihan Terzi (Turkey), Vice-Chair

Annex VI

Programme of work for 2013[a]

Project No.	*Title*	*Type*
A.382	Management and administration review of WIPO	Single organization
A.383	Follow-up inspection of the management and administration review of UNWTO	Single organization
A.384	Analysis of the resource mobilization function in the United Nations system	System-wide
A.385	Use of non-staff and related contractual modalities in the field offices of United Nations system organizations	System-wide
A.386	Support to the Resident Coordinator system	System-wide
A.387	Management of implementing partners in the United Nations system	System-wide
A.388	Good practices in the management of capital/construction/ refurbishment projects across the United Nations system	System-wide
A.389	Analysis of the evaluation function in the United Nations system	System-wide
A.390	Use of retirees and staff beyond retirement age in United Nations system organizations	System-wide
A.391	Review of environmental governance in the United Nations system after the conclusion of the United Nations Conference on Sustainable Development	System-wide
A.392	Feasibility study on a review of the United Nations special political missions	System-wide
A.393	Feasibility study on a review on safety and security	System-wide

[a] Subject to change during the year.

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